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ABSTRACT

The importance of the rural police function is likely to mount due to increasing urban to rural migration and a climbing crime rate (up as much as 30 percent in some parts of the midwest). Although 92 percent of police departments in the U.S. are comprised of less than 10 officers, there is little information available on the organization and management of small police departments. Many problems of small departments stem from size and lack of budgetary resources. These guidelines offer suggestions in each of 10 sections: alternatives to municipal police service, police supervision/oversight, role of the chief of police, internal organization of the police department (including a simple organizational chart), line activities, manpower staffing and utilization, personnel policies--emphasizing additional training through inservice programs (also includes pay ranges for patrolmen, sergeants, and police chiefs, an employee performance rating sheet, and possible subjects for inclusion in a police manual), police records administration, police-community relations, and police planning assistance. Appendices give names and addresses of state criminal justice planning agencies and of Law Enforcement Assistance Administration (LEAA) regional offices, and a summary of general conditions of the LEAA contract for short-term police consultant services, and a sheet listing sources of information on police management. (RS)

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POLICE MANAGEMENT GUIDELINES
FOR
RURAL COMMUNITIES

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PREFACE

This publication was prepared as part of the Community Resource Development Program in Delaware and was funded in part by Title V of the Rural Development Act of 1972.

The information is part of a series of publications directed toward the practical application of resources to solve rural problems.

Other Program Aid publications are:

1.) Management Guide for Municipal Low/Moderate Income Rental Mobile Home Park - May, 1975

2.) Community Project Impact Check List - June, 1975

3.) Park Management Guide for Rural Communities - July, 1975

4.) Police Management Guidelines Town of Laurel, Delaware - March, 1976.

INTRODUCTION

It soon becomes apparent to any individual concerned with rural law enforcement that very little information is available on the organization and management of small police departments. Indeed, the field of law enforcement literature is very much dominated by publications oriented toward the large/urban police forces. This is true despite the fact that 92% of police departments in the United States are comprised of less than ten officers.

The importance of the rural police function is very likely to grow considerably in the near future. The U.S. Bureau of the Census has reported that more and more individuals are choosing to reside in rural locations. Statistics have shown a significant reversal in the rural-urban migration patterns of recent decades. Last year, the overall crime rate in the nation increased by 6 percent. In rural areas, however, this figure reached 10 percent, and in some parts of the midwest, there has been nearly a 30 percent jump in rural crime.

It is hoped that this publication will assist those individuals involved in rural law enforcement in providing better services to their communities. The emphasis in the "Police Management Guidelines for Rural Communities" is on those areas of police operations which frequently prove most troublesome in small departments.

Many of the problems associated with rural law enforcement stem from two sources: the size of the department and the budgetary resources available to support it. While no simple solutions exist for these and other problems of rural police departments, much can be done to improve their operations. The goal of improved rural law enforcement can only be achieved if municipal and police officials are willing to examine their problems in an objective manner and meet genuine needs when they exist.

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Section I

ALTERNATIVES TO MUNICIPAL POLICE SERVICE

The cost of including a police component in the municipal service package is quite significant. The provision of police services usually ranks among the most costly budgetary items of a local government. There is every reason to believe that these police costs will continue to increase at or above the costs of general government. Police departments are labor intensive organizations and the capital equipment which they utilize (patrol cars, guns, etc.) is very expensive.

Local control over policing capabilities has always been a most controversial subject. The pattern of police organization in this country reflects a continuing strong commitment to local control. The most obvious evidence of the strength of this commitment is in the number of police departments. The President's Commission on Law Enforcement and Administration of Justice reported 40,000 such agencies in the United States - 39,750 at the local level.

The escalating costs of providing police services would appear to be a rather difficult factor for local control advocates to overcome. Many small municipalities are going to find it most difficult to continue supporting police services with their limited tax bases. This will probably lead many municipalities to begin weighing other alternatives for the provision of the police service or its complete abandonment.

All small municipalities which are experiencing difficulties, financial or otherwise, with their police departments would be wise to examine the possibility of contracting for the police service. Contract law enforcement can be in several forms: county to city, state to city, city to city, and the consolidation of two or more municipal police departments. The bibliography of this publication lists some publications which deal with contract law enforcement in considerable detail. My purpose here is to simply point out that some small municipalities are going to have a difficult time in continuing to provide police services. These communities are facing a very basic question. Is the local provision of the police component important enough to our citizens that they are willing to pay the costs or must we find more economical means to provide police protection?

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Section II

POLICE SUPERVISION OR OVERSIGHT

The term "police supervision or oversight" is used to describe the activities of the individual(s) responsible to the local government for implementation of municipal policy by the police. The function of the person charged with police oversight represents popular control over police activities as provided for in our representative form of government.

In the earliest days of our nation the local peace officer achieved his office through direct election. However, this "pure" form of popular control over the police contained many inherent drawbacks. Direct election brought improper influences on the police - the tenure of incumbents depended in large measure on the degree to which they were responsive to the pressures (legitimate and illegitimate) that were brought to bear upon them. This in turn led to a pattern of incompetence, lax law enforcement, and improper use of police authority.

The evolution of the police oversight function was initiated largely as an attempt to remove political influences from police operations. Independent administrative boards or police commissions, the offices of the mayor and city manager have all been utilized to supervise the activities of the police. Today, the majority of police forces are headed by a single administrator appointed by the municipal chief executive.

It really matters little who actually possesses the police supervisory capacity within a local government as long as these activities are conducted in a proper manner; very often this is not as simple a matter as it may first appear. Indeed, police oversight is often a key element in the less than satisfactory performance of a local police agency.

The purpose of police oversight is not to create two police chiefs. The person charged with the oversight function represents the "popular control" of the locality's residents over their police. The will of the people is expressed through their elected representatives. These representatives are charged with formulating municipal police policies. The police oversight function is the mechanism through which these policies are to be effectuated.

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Municipal police policies should not be interpreted as a locality's ability to enforce the law on a selective basis. Each police department in the nation is obligated to enforce state and federal laws in an impartial manner. However, local police policy is determined by the enactment of local laws and ordiances and the particular emphasis the municipality chooses to place on each of the mulitude of law enforcement activities of its police department (for example - which should receive more police attention radar patrol or burglary investigation?). The police oversight function should be utilized to insure that police activities are in keeping with municipal policy. This is a grey area which can be attested to by the vast number of "political interference" controversies which continually arise in municipalities throughout the nation. Simply stated, police oversight should concern itself only with policy implementation. The manner in which these policies are carried out should remain the sole discretion of the chief of police.

The best solution to the issue of police oversight/political interference is the maintenance of a good relationship between the person charged with the oversight function and the chief of police.

Problems tend to occur when either party attempts to formalize the boundary between oversight and interference. A climate of confrontation is certain to bring about undersirable consequences. However,if a spirit of cooperation can be maintained, many potential problems can be resolved in an informal manner and thus the confrontation stage can be avoided altogether.

The person who serves in the police oversight capacity should have a good working knowledge of police operations. It is only in this manner, that he or she can speak with any authority when police issues arise. In many small communities, the mayor serves on a part-time basis. As such, the police oversight function often does not receive the necessary attention it commands. This reality has led many municipalities to place police oversight among the city manager's responsibilties.

There are several advantages to this type of organizational alignment. The city manager is in a better position to be aware of the everyday operations of the municipal government. He or she is constantly involved in the fiscal, personnel, and administrative activities of the municipality and is more able to integrate the police function into the overall governmental context. The city manager, as a full-time employee, can more easily obtain the needed degree of expertise concerning police operations. Above all, police oversight demands individual objectivity which will bring about decisions based on facts rather than political considerations. A major responsibility of the city manager is to rise above political considerations and act in the interest of all the municipality's citizens.

Section III

ROLE OF THE CHIEF OF POLICE

The chief of police is the single most important individual in any police force. The overall performance quality of the department will be very much influenced by the chief's ability to do his job well.

The appointment of a chief of police can be made from outside the department or by promotion from within. Both methods of appointment have their respective advantages and disadvantages. The appropriate choice is very much dictated by local circumstances. However, there are some very important considerations to be made in the selection of a police chief. He should possess an extended and successful experience in police service, characterized preferably by an assignment to every department rank. The knowledge gained firsthand concerning the problems of the patrolman, the sergeant, the lieutenant, and the captain, add to the capacity for management of the police enterprise. Armed with a technical knowledge of the functions and problems of the various staff and line units of the police organization, a chief is in a position to weigh their relative importance in the equation of crime control, and to integrate their joint effort toward immediate and long-term police objectives.

A prospective chief of police must exhibit the qualities of a leader and an administrator as well as having a varied background as a police officer. The chief of police must provide his department with a symbol of dedicated leader capable of instilling in his subordinates a high level of morale. The chief must indicate that he possesses the skills required by the administrative process; getting the job done takes place in the office as much as it does on the street.

There are four principal responsibilities associated with the position of chief of police in a rural community: 1) administration, 2) command, 3) external relations, and 4) in smaller communities - serving as a policeman.

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ADMINISTRATION

The chief of police is responsible for the sound management of his department. He must make certain that public resources enjoy maximum utilization. Through his administrative and command staff (officers and civilians in his own span of control), he must provide for the effectiveness of each of the department's line elements and for sound and adequate support for the line operations and for his own office by all staff and auxiliary service components. As an administrator he must have or develop reasonable expertise in personnel management, budgeting, planning and research, operations and other areas. He has final responsibility for all administrative processes: planning, organizing, assembling resources, supervision, and control.

COMMAND

The exercise of command is inherent in the position of chief of police. As the size of the department decreases, the chief's command role increases. For example: if the three patrol shifts report directly to the chief, his relationship to patrol is one of command.

EXTERNAL RELATIONS

The chief of any department should have a genuine interest in and concern for matters of external or public relations. The chief of police serves as the department's key public representative. He must also instill a spirit of public service in all department employees.

SERVING AS A POLICEMAN

The chief of police in a very small department, as a matter of simple necessity, serves in the field, essentially as a patrolman, whenever circumstances require it. In the very small department, a "working chief" is a most common reality. This may mean that the chief spends the bulk of his time in the field with little time available for administration and other matters.

As the size of the rural department increases, the chief of police usually finds himself more heavily burdened with non-line activities - administration, planning, budgeting, etc. However, it is important that every chief be willing to serve in the field. Many small municipalities simply cannot afford the luxury of a "desk chief". Also, the chief who is willing to perform the routine tasks of patrol, traffic control, etc. can provide a tremendous boost to department morale. Such actions by the chief can do much to dispel accusations of elitism directed toward his office. A chief of police who is willing to make himself "visible" also serves in a positive manner in helping to enhance the public image of the police department. Very few members of the public can appreciate the non-line activities of a law enforcement agency. A chief who participates in field activities is very often viewed as "really doing his job".

The town council and the individual charged with police oversight should be realistic in the demands placed upon a police chief. Great care should be taken to assess his actual office hour requirements. Too often, a chief of police may be unjustly accused of being inefficient because of the time spent at his desk. A spirit of cooperation is needed between elected officials and the police if desired objectives are to be met.

The last area of discussion on the position of chief of police relates to his tenure in office. In many instances, the effectiveness of a chief has been greatly hampered by a lack of job security. Failure to provide some sort of tenure for the chief of police often leads to undue political influence on his activities.

The International Association of Chiefs of Police, which is the most widely recognized organization of professional police administrators, has adopted the following resolution concerning the tenure of police chiefs:

Tenure For Police Administrators
1966

"WHEREAS, the International Association of Chiefs of Police is dedicated to the improvement of law enforcement and police services and

WHEREAS, both law enforcement and police service can best be maintained through police agencies having stable leadership; now therefore be it

Resolved, to assure that a state or local community receives the best possible police administration, the International Association of Chiefs of Police recommends that when a police administrator is appointed, a provision should be made for his removal by the appointing authority only after due notice of the charge and the right to a public hearing."

In the past, tenure for a chief in a small community was very often dependent upon the re-election of the mayor. This system has proven most unsatisfactory and has led many municipalities to institute an ordinance calling for majority vote on the part of the town council or its equivalent to remove the police chief. However, as the resolution of the International Association of Chiefs of Police points out, this procedure alone is not sufficient. Providing the chief with a notice of the charge against him and the right to a public hearing in conjunction with a majori vote by the municipal legislative body, allows for a public airing of grievances against the police chief. The fact that these charges will become general knowledge helps to insure their validity when made. The purpose for providing some degree of tenure for the chief's position is not to protect incompetence; but rather to insure that his removal is based on valid shortcomings.

Section IV

INTERNAL ORGANIZATION OF THE POLICE DEPARTMENT

The purpose of organization within a police agency is to facilitate the attainment of its objectives. Organization can be defined as the arrangement and utilization of total resources of personnel and material in such a way as to make easier and to expedite the attainment of specified objectives in an efficient, effective, economical, and harmonious manner. Organization in a police department does not itself accomplish objectives; it serves as a tool. There is no one "correct" manner in which to organize a police agency. The actual design of any organizational structure depends upon the objectives which the agency seeks to achieve and the manpower available to attain these goals. The organizational structure must be adaptable to the changing needs of the agency which it serves. Desirable changes may be major, and require scrapping the whole existing organizational structure, or minor, and only impose a need for simple readjustments.

The activities of a police agency can be broken down into two categories: line and non-line. Line refers to police task performance while non-line refers to other activities supportive of task accomplishment.

Line Activities

The primary line activity of any police department is patrol. Many small departments can be described as primarily patrol agencies. They provide routine patrol, conduct premises inspections, make criminal and traffic investigations, make arrests, and in numerous other ways provide for community security. As the size of the small department increase, many patrol activities may become specialized elements within the police force. This will bring about the creation of units to handle aspects of traffic, criminal, and other investigations, and other field-related responsibilities.

However, it is cautioned that the smaller force should exercise a great deal of care in specializing any of its activities. To a certain degree, the rural policeman must be a jack-of-all trades. If a small department utilizes a criminal investigator for the bulk of this work, for example, other personnel may never get the much needed experience in this area. Specialization, in the small department, should be avoided unless workload and manpower genuinely warrant it.

Non-Line Activities

This area can be broken down into two categories: staff services and auxiliary services. Staff services are essentially oriented to people and management and include matters of recruitment, selection, training, promotion, planning and research, community relations, and public information services, budget development and control, and inspectional services.

Non-line activities, other than staff services, are classified as auxiliary services. They provide technical, special, and other supportive and facilitative services for administration, and for line and other non-line elements of a department. They basically include records and identification, communications, detention, property and evidence, and crime laboratory services.

The line and non-line activities represent the workload of the police organization. In order that they may be performed successfully, a rational scheme for organizational structure must be developed. The following represent a set of concepts or propositions which are generally considered to be a basis for sound organization:

1. Sound and clear-cut allocation of responsibilities.
2. Equitable distribution of workloads among elements and individuals.
3. Clear and unequivocal lines of authority.
4. Authority adequate to discharge assigned responsibilities.
5. Reasonable spans of control for administrative, command, and supervisory officers.
6. Unity of command.
7. Coordination of effort.
8. Administrative control.

Allocation of Responsibilities

Responsibility for work performance should be allocated to elements and individuals of the department on some logical basis. In the small police department without specialized functions or elements, there will be considerable duplication of work areas among police personnel. However, the purpose of clearly defining areas of responsibility is to avoid having an unsatisfactory performance of duty being attributed to the wrong individual or being unable to isolate the responsible individual. During each work shift, every officer should be assigned duties in such a manner that their poor or non-performance can be easily attributable to him.

Work Load Distribution

Work loads should be equitably distributed throughout the department. Imbalanced work loads tend to destroy efficiency and effectiveness and raise serious morale problems. Those personnel who are overburdened tend to take less care in performing their duties and will certainly not seek any additional tasks to perform even if an unqualified need exists. Personnel with a too-small work load may become bored and slovenly in the performance of their duties. This type of work load scheduling can only bring about tension within the organization.

The chief of police should exercise care in the assignment of personnel to the various work shifts. He should make certain that each shift requires the manpower assigned to it.

Authority/Responsibility Relationships

No individual should be assigned a responsibility unless he has the authority required to fulfill it. The chief in his command role is required to see to it that responsibility delegated by him is accompanied with the authority needed to perform the task. However, rarely is a person given full authority to do something or full responsibility for its accomplishment. The chief of police has his own

authority limited by legislation, executive policy decisions, court actions, municipal personnel regulations, budget controls and so on. The authority/responsibility concept must be used within the bounds of common sense. The chief of police is responsible for the operations of the police department and in his delegation of responsibility to his subordinates he must provide an accompanying degree of authority. He should also carefully avoid conflicts of authority/responsibility among his personnel.

Span of Control

This term is often called the span of management or span of supervision. It actually contains two meanings: 1) the number of subordinates who directly report to one person, 2) the theoretical and practical limits of the breadth of the span. There is a limit to the number of persons who can be supervised effectively by another and this number should not be exceeded. There does not exist a general rule which can be applied to all police departments with regard to the breadth of span of control. Workable spans of control can only be recommended after a careful analysis of a given situation. However, in the small police department the number of subordinates in any given span of control is usually not a troublesome factor. The chief in a small department will normally have a maximum span of control of three - his shift or watch commanders. Each shift or watch commander will in turn have a number of subordinates reporting to him. Span of control in a rural department can be a problem if the department is large enough to utilize shift commanders and the chief of police still insists on having all personnel report directly to him.

Unity of Command

In any particular situation or activity, only one person should be in charge and no individual should have to report to more than one other person. This principle perhaps has less application to the small department because of its limited number of employees. An example should make its meaning clearer. If a superior officer is present at an incident and he has patrolmen from another unit assigned to him, he becomes their supervisor "de facto". Unity of command requires that

a police department formalize a procedure for the maintenance of authority under all circumstances. This is done based on rank, but variations do occur. The important objective to be achieved is that under all circumstances every police officer will know who his superior is and will report to him.

Coordination of Effort

All department personnel should be dedicated to the accomplishment of their agency's mission. This requires a full coordination of effort and unity of enterprise throughout the department. The responsibility for coordination lies with the chief of police and his subordinate command or supervisory officer. The commander's responsibility for coordination includes the personnel within his own span of control and the integration of these individuals into the overall police organization. Simply stated, coordination of effort requires that the goals and objectives of the department shall always have priority over individual or unit gain.

Administrative Control

This principle is somewhat simplified in the small department. The chief of police as the command and administrative head of the department is ordinarily in close enough contact with his agency's operations to make administrative control an on-going process.

Organization Charting

Many smaller police departments have a tendency to rely too heavily upon informal organization in their operations. The size of the organization does not seem to warrant anything more elaborate. In some cases, municipal ordinances and official department documents prescribing the agency's organization are long out dated and an informal organization has completely taken over this structural void.

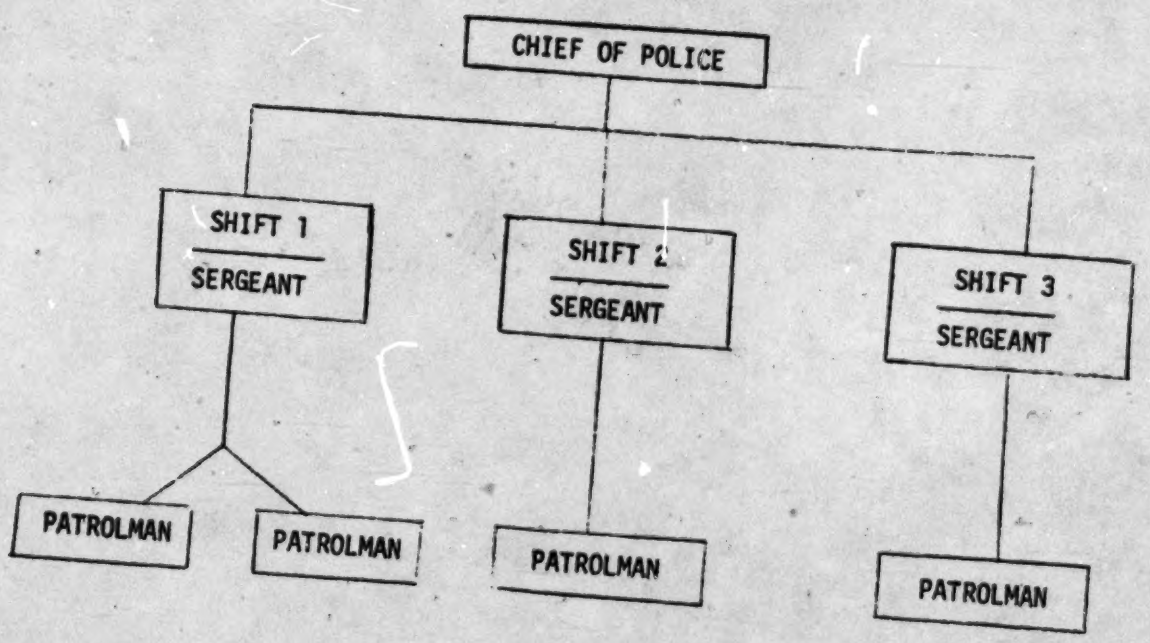
Informal organization can serve a valuable purpose if it acts as a cohesive force to make the officially recognized organizational structure more workable. However, the establishment of a formal organization chart serves as a step forward toward the professionalization of the department. The chart serves to clarify lines of authority and responsibility within the department. The development of a few charts for a small department is a relatively easy matter and can often prove to be a most valuable administrative tool.

Figure 1 shows a very simple organizational charting. It indicates that all patrolmen report directly to the sergeant in charge of their shift. The authority of the chief remains paramount, although each shift commander or sergeant is empowered to exercise some of that authority in conducting the tasks required during his shift.

There are numerous types of organizational charts which can be devised for a small police agency. A basic principle to follow is to keep them as simple as possible. The charts should serve to clarify the organizational concepts previously stated and formalize the authority/responsibility structure within the organization.

Figure 1

A SIMPLE ORGANIZATIONAL STRUCTURE



Section V

LINE ACTIVITIES

The patrol force comprises the largest unit of a police department. It constitutes the action element of the agency. The principal activities of the patrol force are preventing crime, suppressing disturbances, arresting offenders, and giving aid, relief, and information to all citizens as circumstances require. These activities are all part of responding to calls and actively patrolling the streets, particularly those where crimes frequently occur.

There are a minimum of nine general classes of police patrol activities: 1) patrol and observation, 2) supervision of public gatherings, 3) provision of miscellaneous field services, 4) response to calls, 5) investigation, 6) collection and preservation of evidence, 7) arrest of offenders, 8) preparation of reports, and 9) presentation of court testimony.

One of the basic premises behind the use of patrol is the concept of deterrence. Patrol is supposed to instill the belief in a potential offender that he will indeed be caught should he violate the law. One of the principal objectives of the police patrol is to project the threat of apprehension. The use of patrol by the police is considered to be a most important factor in crime control. The deterrence principle of patrol has been shown to be most effective when each patrol unit has approximately 50% of its duty-time uncommitted. The goal of 50% uncommitted patrol has become increasingly difficult to achieve in the vast majority of departments. The more specialized duties associated with patrol are requiring more and more of the patrol officers time.

The two types of patrol most commonly untilized in small departments are foot and automobile patrol. In general, there has been a trend away from the foot patrol. Many departments are equipping their motorized patrolmen with walkie talkies so that they may get out "on foot" should the need arise. The high cost of motorized patrol may appear to make the expanded use of foot patrol a substantial cost saving alternative. However, a foot patrolman can patrol a very limited geographic area as opposed to his motorized counterpart. In a small community, the business district or other areas where foot patrol can be utilized

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to some degree of effectiveness are also apt to be very limited. Many communities simply require their motorized patrolmen to park their vehicles for a short period of time and patrol on foot.

One of the biggest issues concerning motorized patrol is the one-man versus the two-man car patrol. Some local governments, in their efforts to reduce police expenditures, have favored the use of one-man patrol cars. The one-man patrol is especially pronounced in communities having a population of 10,000 to 100,000 residents. Rural communities may often view the one-man patrol as a very viable cost-cutting technique. A careful analysis of the particular circumstances of rural law enforcement should be made before instituting such procedures.

In the very small rural police departments, one-man patrol is the only feasible procedure. As the size of the department increases, the two-man patrol becomes more common place. The two-man car patrols can be very effective in those localities which have high crime areas. A single patrolman may be quite hesitant to place his personal safety in jeopardy when patrolling such areas. As a result, criminal activity may get the upper hand. The one-man patrol can still be utilized, but it requires that the assistance of another police officer be only a radio call away. The issue then arises as to whether it is sensible to have two patrol cars operating at the same time within the municipality. The land area of the community may make this procedure quite impractical and uneconomical.

The final decision on patrolling methods must be developed in accordance with local needs. This should be done after a careful evaluation of the crime problem within the locality. Present patrol methods should be examined. The police manpower assigned to each patrol shift and the crime incidence rate during these shifts are important factors for consideration. Perhaps the most difficult aspect of patrol analysis is the fact that crimes not committed due to police patrol efforts can never be determined. It is for this reason that great care must be exercised in reducing patrol manpower.

Traffic Supervision

Traffic control often represents the second major work component of a small department. These duties include: 1) accident investigation, 2) directing traffic flow, 3) enforcing traffic laws, 4) arresting violators, 5) radar enforcement, and 6) reporting problems and defects in present traffic flows. The amount of police man hours spent in traffic control and the emphasis on any particular aspect of it is dictated by local policy decisions.

Very often in the small department, traffic control will be incorporated into general patrol operations. Some traffic activities will necessarily have a higher degree of importance than others and will necessitate equal priorty with the crime prevention activities of patrol. The extent to which a police department will enforce parking and speeding ordinances is very much dependent upon local policy considerations. A simple lack of resources prevents a police department from enforcing all traffic regulations in a equal manner. Even if the police could do so, it would not be wise to seek such a goal. Not only would the cost be prohibitive, but such complete enforcement is unnecessary and would be repudiated by the public.

The formulation of a local traffic enforcement policy contains several considerations. An enforcement "tolerance" is needed to insure that a violation has indeed occurred. This is done in order to eliminate reasonable doubt in marginal cases. Speeding ordinance enforcement usually provides a leeway of five miles per hour over the posted limit to insure that the legal limit has been exceeded.

In stop sign enforcement, the laws in most jurisdictions require a "full stop" within a certain distance of the stop sign; however, the exact point of stopping cannot always be readily identified. Similar problems result in signal-light enforcement. In all moving violation cases, the police officer needs some clear policy directives from his superiors.

Time-limit and meter controlled parking is also often a troublesome area. Overly strict enforcement of parking ordinances can often bring about the ire of local businessmen and discourage commerce within the community. In many localities, it is a general practice for police to make parking checks at such frequencies as will: 1) reasonably ensure desired turnover in parking space, and 2) leave no doubt as to a violation when it does occur.

The chief of police must recognize the problems inherent in the enforcement of traffic regulations and decide what guidelines can be provided to his men in the field to assure reasonableness and uniformity in their application. Permitted tolerances should not be made known to the public, nor be so lenient as to defeat the intent of the law. The limited resources available to a small police department for traffic control require that activity priorities be established. The traffic control function is primarily concerned with the protection of human life and safety on the highways. As such, the major concern of police efforts in this area must be the minimization of those factors which endanger the public's use of these highways.

Section VI

MANPOWER STAFFING AND UTILIZATION

In small communities, the size of the police department frequently becomes the subject of much debate. Police services usually command a significant portion of the municipal budget and often become a favorite target for those individuals seeking a reduction in municipal spending.

The decision to provide a police component in the municipal service package brings with it the need to provide adequate funding for this agency. A lack of adequate funding simply brings about a "hit or miss" style of law enforcement. In order to provide police service 24 hours a day, 365 days a year the minimum number of police officers needed is six. This figure includes the position of chief of police. A police force of six men will still encounter difficulty in maintaining one man on each of the three work shifts. A considerable number of man hours will be lost through sick leave, vacations, and court appearances.

An open-mind must be maintained when the issue of police manpower arises. A police department which is understaffed should not be expected to accomplish the impossible. Unfortunately, the issue of proper police manpower staffing is not an easy one to resolve. There does not exist a rule which states "x" number of police will fulfill the requirements of any given size locality.

The manpower staffing of a police department should be analyzed in an objective manner. Budgetary resources should be the last variable which enters into the analysis. The examination of police staffing should begin with the level of satisfaction which exists concerning police services. Does any dissatisfaction exist within the community? Does the chief of police believe he has adequate manpower? What are the feelings of the municipality's elected officials and administrative officers? Most rural communities experience difficulties over police manpower staffing at one time or another. As can be expected, the police will seek additional manpower, while their critics will claim the department is not utilizing its resources efficiently. Very often, one or both sides on the issue fails to back up its allegations with any factual data. A police department should never have its manpower allocated

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on the basis of broad generalizations without regard to actual need and available resources.

Every attempt should be made to assess police staffing in a rational manner. The first step is to examine the municipal law enforcement situation. Data should be gathered for a five or ten year period and compared with present circumstances. This data should include: municipal population, police manpower, the role of state and/or county police agencies, crime statistics, and changes in police patrol areas as a result of municipal annexations, consolidations, etc. It is also important to examine similar data on numerous other localities within your area. A proper perspective on how your community fits into the law enforcement patterns in your region can provide valuable insights into proper manpower staffing.

A most important factor to consider in evaluating police manpower staffing is just how this manpower is utilized. Are policemen performing paperwork, record keeping or other functions which could be performed by secretarial personnel? Does the chief of police exercise a proper delegation of authority to his subordinates? Is a proper relationship maintained between shift staffing and crime incidence? These and other factors in manpower utilization can often bring about the appearance of a manpower shortage where none exists.

The fact that no precise formula exists to determine proper police manpower staffing requires that a great deal of care be exercised when any evaluation of it is made. It is equally difficult to measure police productivity and efficiency. Crime incidence is related to many causes and does not necessarily reflect on the quality of the police service package. Finally, it is impossible to calculate just how much crime is prevented by the existence of the police department as it presently constituted. All these factors serve to emphasize the fact that a decrease in police manpower staffing should not be enacted in haste.

Section VII

PERSONNEL POLICIES

One of the major problems facing most rural police departments is the level of police salaries. It is an issue which often generates a great deal of friction between the municipality's elected officials and its police department. The fact that the police service component often commands a substantial portion of the municipal budget tends to distort the city council's perception of just what constitutes a proper level of police salaries. Any requests for increased police expenditures usually meets with stiff opposition.

The generally low level of police salaries in rural departments has served as an inducement for rapid personnel turnover. The loss of competent employees is detrimental to any organization because of the expertise and training investment which they take with them. Also, rapid turnover has a very negative influence on overall employee morale. Those who remain with the organization certainly must begin to question their reasons for doing so.

The financial loss to a small municipality because of police turnover can be quite substantial. In many states, new police officers must attend training courses at the state police academy or approved regional schools. The local governments are required to pay for this training as well as the officer's salary during the instruction period. A department with a history of "six month" police officers can have a rather large training and salary expense for personnel who have produced little.

Few rural communities have the resources available to offer the salaries and benefit packages of the more urbanized areas. Yet, there are some positive steps which can be taken to reduce police turnover.

The police salary and fringe benefit levels of other departments in your county and region should be obtained. An analysis should be made of just how your municipality rates among these other localities. A poor standing on the part of your department could indicate a major factor why police personnel are

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seeking employment elsewhere. This area-wide comparison of police salaries and benefits will indicate the level at which other municipalities with similar populations and tax bases are compensating their police officers. This may or may not lend some credence to the argument that "we simply can't afford more money for our police department".

Many small municipalities have adopted a practice whereby all employees are granted a salary increase at the same time. This is one area in which the police department should have a certain degree of autonomy from other municipal departments. The fact that the police place their own personal safety in jeopardy in the course of their work should allow for a separate consideration of their salary levels. It is also important that a policy be developed concerning the time intervals between reviews of salary and benefit levels. This policy should specify regular intervals for salary reviews.

A system which has gained widespread popularity for police salary administration involves the establishment of position classifications and pay grades. Position classification is the process of grouping positions into classes when the offices are sufficiently similar to justify being called by the same title, given the same rate of pay, and require substantially the same qualifications for successful performance. Each classification is assigned a pay grade, and all positions within the class receive the some pay rate. A pay "band" or range is usually assigned to each class. This allows for salary increase without promotion.

Figures 2 through 4 are examples of the position classification/pay grade system. Figure 2 indicates that a new patrolman begins employment at an annual salary of $6,739.20. After 66 months, this same patrolman would be earining $10,337.60 without having received any promotions. If after 18 months of service this patrolman is promoted to the sergeant position, he would receive a salary of $9,282 (Figure 3) and so on. It should be noted that the dollar amounts and percentage increases shown in Figures 2 through 4 are for illustrative purposes and are not intended to represent exemplary compensation figures.

Figure 2

SAMPLE
PATROLMAN PAY RANGE

Time With Dept.	Year	Week	$Increase	Hour	%Increase
Starting	6,739.20	129.60	--	3.24	
6 months	6,947.20	133.60	4	3.34	3
12 months	7,155.20	137.60	4	3.44	3
18 months	8,507.20	163.60	26	4.09	19
30 months	8,923.20	171.60	8	4.29	5
42 months	9,360.00	180.00	8.40	4.50	5
54 months	9,838.40	189.20	9.20	4.73	5
66 months	10,337.60	198.80	9.60	4.97	5

Figure 3

SAMPLE
SERGEANT PAY RANGE

Time With Dept.	Year	Week	$Increase	Hour	%Increase
Starting	$7,009.60	$134.80	--	$3.37	
6 months	7,219.89	138.84	4.04	3.47	3
12 months	7,434.13	142.96	4.12	3.60	3
18 months	8,836.46	169.93	26.97	4.25	19
30 months	9,282.00	178.50	8.57	4.46	5
42 months	9,740.64	187.32	8.82	4.68	5
54 months	10,221.12	196.56	9.24	4.91	5
66 months	10,723.44	206.22	9.66	5.16	5

Figure 4

SAMPLE
CHIEF OF POLICE PAY RANGE

Time With Dept.	Year	Week	$Increase	Hour	$Increase
Starting	$7,800.00	$150.00		$3.75	
6 months	8,195.20	157.60	7.60	3.94	5
12 months	9,006.40	173.20	15.60	4.33	10
18 months	10,712.00	206.00	32.80	5.15	19
30 months	11,252.80	216.40	10.40	5.41	5
42 months	11,814.40	227.20	10.80	5.68	5
54 months	12,396.80	238.40	11.20	5.96	5
66 months	13,020.80	250.40	12	6.26	5

The use of pay grades and ranges for each position classification can have several positive benefits for a small police department. A perspective new police officer can get a clear understanding of just what his future minimum pay rate will be with the department. Of course, cost-of-living adjustments can be made to the pay rates by the municipal legislative body. This perspective employee will have the opportunity to determine whether the pay ranges are within his long-term expectations. In other words, he will "know what he is getting into".

In many rural departments, most of the police turnover is at the patrolman rank. The higher ranks tend to be more static and a patrolman very often has to change departments in order to get a salary increase. The pay range plan helps to remove some of the incentive for job change by making salary increases possible at the same rank. A continuous stream of "six month" policemen can be very costly to any police department.

The use of pay grade/range plans can do much to further the municipal objective of attracting and retaining qualified personnel. A major obstacle which must be overcome is the securing of the budgetary resources to support such a plan. However, each locality can adjust its pay ranges in accordance to its fiscal abilities. The costs of improved employee compensation should be carefully weighed against the losses incurred through employee turnover.

Promotions

The vast majority of small police departments do not operate under a civil service system. Police promotions are the responsibility of one or more individuals within the municipal government. This is sometimes a source of friction between the police chief and the town or city government. Some municipalities have a standard promotion procedure for all employees. The mayor, city manager, or a personnel committee may have sole authority to promote. It is generally accepted that the chief of police should have the ultimate authority to hire and promote police personnel. The chief is in the best position to assess an individual's capabilities in the police field. A police chief should not have his authority undermined in the respect that he is forced to work with personnel he believes to be inadequate. The police oversight function serves as a control mechanism over the chief's promotional activities

He is utilmately responsible for his promotional activities to the individual charged with the police oversight or supervisory responsibility.

The creation of an employee performance rating system can serve a dual purpose of encouraging top performance by police personnel and serve as a check against biased promotional activities by the chief of police. Figure 5 is an example of a very simple employee performance rating form which could be utilized by a small police department for employee evaluations.

The chief of police would be required to submit an employee performance rating to the person charged with the police oversight function on a periodic basis. Each police officer should have access to his evaluations and be required to discuss each new rating with the chief of police. Specific actions which will lead to an improved performance should be outlined to the officer.

Training

In many small departments, the only training police personnel receive is that required by state mandate for new officers. Additional in-service training may be looked upon as an "expensive frill" by local elected officials. The National Advisory Commission on Criminal Justice Standards and Goals, Task Force on Police has stated that every police agency should "provide for annual and routine training to maintain effective performance throughout every sworn employee's career". An in-service police training program can provide many benefits not only for the policemen themselves, but for the community which they serve.

Participation in training programs can increase the police officer's awareness of the professional nature of his occupation. A good in-service program will help him keep abreast of new developments in such areas as Supreme Court and State court decisions; new laws and ordinances; changes in county, municipal, or departmental policy; procedures and programs; and recent developments in law enforcement methods and techniques. In-service training programs can be a tremendous morale booster for the police department. The willingness of a municipality to support these programs is a clear indication to the police that their services are indeed valued.

Figure 5

EMPLOYEE PERFORMANCE RATING

DATE

NAME SUPERVISOR

REVIEW PERIOD JOB TITLE

E = EXCELLENT

S = SATISFACTORY

U = UNSATISFACTORY

GENERAL

EFFICIENCY - ATTITUDE

COOPERATION PARTICIPATION

INITIATIVE SEEKS RESPONSIBILITY

SPECIAL

EFFECTIVE USE OF TIME

COMPLETES WORK

ABILITY TO COMMUNICATE

ATTENDANCE PERFORMANCE

FOLLOWS INSTRUCTIONS

APPEARANCE

SUPERVISION REQUIRED

COMMENTS - (Explain all U Ratings)

In the small department, municipal support for in-service training is only the first step in making such a program a reality. Very often, the small size of the force makes it most difficult to spare a man to attend the training courses. Also, the training sessions may be held at a state or regional police center quite a distance away which further complicates matters.

In this instance, every effort should be made to revise work schedules to attempt to find some time during which attendance at these sessions will be possible. This might even require the chief of police to assume more patrol duty in order to free his subordinates for the training. Another area which can be explored is the use of audio/visual materials. The state police academy or some other agency may have slide programs, films, video tapes and equipment available on a loan basis. The use of this type of material for training purposes allows the small department a great deal of flexibility in scheduling. These programs can be shown at any time of the day and also eliminate the necessity for personnel to travel long distances to attend courses or seminars. The audio/visual programs are not really a replacement for attendance at "live sessions". Ideally, they should be used to supplement training programs. However, audio/visual materials can provide an invaluable resource for those police departments which are just too small to release personnel for outside training.

Police Manual

Many small police departments operate without a police manual or with one which is both obsolete and incomplete. The preparation of a good police manual can represent another significant step in the professionalization of a police department. The manual should include the rules, regulations, policies and procedures which guide the police department. All major aspects of the police function should be covered. Every officer on the force should be issued a manual to guide him in his everyday activities.

In the small department, the manual should be prepared by the chief of police. The subjects covered and the amount of detail included are very much dependent upon the size of the department. Figure 6 represents a listing of a wide range of subjects for possible inclusion in a police manual. This list can be adopted to local needs. It is not necessary to include every topic and others may be added to it as individual situations dictate. The size of the manual should not become so large as to discourage its usage.

A properly written police manual will serve as an excellent source of information on department operations. In many small departments, accepted police operations have more or less evolved over a period of time. The new officer has had to learn the rules, regulations, policies, and procedures of the department through a costly trial and error method. A good police manual, properly updated and revised, should put an end to such practices.

Figure 6

POSSIBLE SUBJECTS FOR INCLUSION IN POLICE MANUAL

Authority
Preface
Introduction

Definitions
Organization
Chief of Police
Captain of Personnel
Captain of Traffic
Lieutenant of Police
Duties of Patrol Sergeant
Desk Sergeant's Duties
Patrolman
Officer Assigned to Court
Detective Patrolman
Communications Division
Juvenile Officer
Rules and Regulations
Policy & Procedure Concerning Personnel
Duties
Rules and Regulations
Co-ordination
Hours - Always on Duty
Reporting on Duty
Orders
Department Property
Other Business Prohibited
Telephone
Change of Address
Contributions
Rewards
Acceptance of Gifts
Accepting Rewards
Debts
Official Business
Special Order
Divulging Criminal Records
False Reports
Supplying Information
Department Correspondence
Information
Responsibility of All Officers
Neighborhood Disputes
Duty Time
Officer's Bearing
Firearms
Criticism of Officers
Superior Officers
Criticism of Orders
Alcohol
Smoking
Officers Loitering
Loitering in Station Prohibited
Political Discussions
Marking Notices
Gambling at Station
Insignia - When Worn
Attorneys - Recommending
Right to Entertain Policital Opinions
Uniform to be Worn
Communication to Other Departments Prohibited
Umbrella and Canes
Seats in Busses

Appearing as Witness for Defense
Monthly Bulletin
Resignation
Assignment of Wages
Rules and Regulations (Authority)
Responsibility of Command
Police Offenders, Offenses
Disciplinary Action: Penalties
Police Offenses
Preferring and Continuance of Charges
Subordinates May Make Complaints
Complaints of Citizens Against Members of Department
Subordinate to be Sustained
Grievances
Courtesy
Accountability for Property
Repairs
Damage to Departmental Property
Police Officers Making Public Address and Writing Articles for Public Reading
Court Demeanor
Labor Unions
Revolver - Kind Used
Revolvers Purchased & Registered
Revovlers, Loss of
Lost Star
General Procedure of Operations: Responsibilities
Principles
Patrolling
Beats or Post of Duty
Methods of Patrolling
Patrolling the Streets
Element of Surprise in Patrolling
Patrolling a Business District at Night
Complaints

Vacations
  Length of
  Choice of Period
  Vacation Schedule
Responding to Police Calls
Operation of One-Man Squad Cars
Dying Declaration
Confessions of Criminals
Legal Powers & Duties of Police Officers
Fugitives from Justice
Employees Guidance Form
Officers Efficiency Analysis
Duty of Police Officers at Fire
How to Use Memorandum Book
Interrogation
Investigation at Scene of Crime
Building Permit Violations
Specifications for Uniforms

TRAFFIC DIVISION

Officer Assigned as Motorcycle Officer
Officer Assigned to Control Traffic
  Intersection
Officer Assigned to Parking Control
Traffic Division
Issuing Summons
Apprehension of Speeders
Towing Cars
Suspected Driving Under Influence Cases

Section VIII

POLICE RECORDS ADMINISTRATION

Police records administration is often a problem for the small department. It is not unusual to find police departments where records have not been maintained to record criminal activity, police performance or miscellaneous law enforcement services. In some instances, insufficient, inadequate and inappropriate files are maintained making the retrieval of information almost totally non-existent. A well organized and properly managed police records system must meet three very significant and essential goals: 1) it is essential that the records system be complete, with a minimum number of different forms; 2) information contained in department files must be easily accessible to all department personnel on a 24 hour basis; 3) the system must be as uniform as possible.

The use of municipal police records can be divided into four major divisions of use and purpose. These divisions include: 1) directing the police effort, 2) administrative responsibilities in the administration of criminal justice, 3) directing police operations, and 4) miscellaneous administrative uses. In directing the police effort, law enforcement agency records provide information regarding the character, extent, location, and time of occurrence of criminal activity in the jurisdiction being served. This information makes it possible to identify police hazards, determine police service needs, and formulate enforcement strategies.

Municipal police records can be used to partially evaluate police performance. The number of cases that are successfully cleared, offenders who are convicted, stolen property that is recovered, and the effectiveness of police investigation; all these factors assist in evaluating the total performance of the law enforcement agency concerned.

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In the area of criminal justice, police records provide information on criminal convictions which assist in evaluating the machinery of the criminal justice system; they also provide a comprehensive record, for prosecuting officials, of all available information to be used during criminal actions in courts of law.

Good records provide valuable assistance to the chief of police in planning the personnel and equipment needs of his department. These records can allow the chief to direct his department with confidence and eliminate the need for guesswork. Since the majority of police officers perform their duties without the benefit of direct supervision and guidance; it is important that records be available that account for the time spent and activity performed by all personnel. Another important benefit of police records is that they assist in identifying the specific training needs of department personnel.

The final area of use of police records includes those miscellaneous administrative activities which are essential to and supportive of the total law enforcement service. Such matters as furnishing means of communciation between members of the department, calling matters of importence to the attention of other municipal department, public information, budget or fiscal matters and various informational needs pertaining to the distribution of department equipment.

Police Records System

Many states require their municipal police agencies to utilize specified forms for recording their crime and traffic data and information. This data must be submitted periodically to those state agencies charged with the responsibility of analyzing statewide crime and traffic information. The required participation in such a system often proves to be something of a paperwork burden to small police agencies; however, it is something of a "mixed blessing" in that it provides them with a ready-made forms system.

The following is a list of basic police record forms which can be used as a checklist to examine the adequacy of your department's present system:

1) Daily Police Activity Record
2) Property Offense or Incident
3) Personal Offense or Incident
4) Field Incident Report
5) Supplementary Report
6) Police Traffic Accident Investigation Report
7) Record of Property Received
8) Field Information Report
9) Uniform Traffic Ticket
10) Arrest and Booking
11) Indices (index card file systems by defendant's name, crime location, etc.)
12) Officers Daily Report
13) Supervisor's Daily Shift Report

If your department is not required to use state prescribed forms, it might prove worthwhile to examine the forms used by your state police agency for possible adaptation to local law enforcement needs. Whatever form system is utilized, it should be easily transferable to a record keeping system. The forms should keep paperwork to a minimum; yet, provide accurate information for the maintenance of proper records.

Section IX

POLICE-COMMUNITY RELATIONS

Police-Community relations is composed of three elements: public relations, community service and community participation. It should not be mistaken for a program merely to sell the police image. The small police department is often prohibited by its size from instituting a full scale police community relations program. Yet, even the smallest of departments can participate to some degree in community relations.

In its most elementary form, community relations begins with the general demeanor of all police personnel in their contact with the public. When a police officer is asked for directions or information, he should always attempt to be as courteous and helpful as possible. In ticketing a speeding motorist, there is no need for sarcasm or rudeness, and so on. In short, arrogance on the part of the police can only serve to hinder their long-term law enforcement capabilities.

In going beyond the everyday activities of the police, there are many ways in which even the small department can enchance community relations. Talks can be given at schools and citizen group meetings concerning the role of the police. Burglary prevention seminars are often popular. The police may find it worthwhile to conduct a youth athletic program. Tours of police headquarters and demonstrations of equipment can be offered to the public on a periodic basis. Police personnel could work with community groups on special neighborhood projects. The types of programs which can be instituted are very great indeed and subject only to the limits of the imagination.

Police community relations activities are designed to acquaint the police and the community with each others problems. Police participation in these programs is intended to make the municipality a better place in which to live. The hoped for by-products of the community relations activities will be an improved police image, a reduction in crime and juvenile delinquency, and an increased capability on the part of police to apprehend offenders through better community cooperation in law enforcement activities.

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Section X

POLICE PLANNING ASSISTANCE

The fiscal limitations of small municipalities make it impossible for them to retain police planners and grantsmen to assist in the operation of the police department. One method to obtain technical expertise is through the use of paid consultants. The fees charged by consultants are considerable and this makes their use prohibitive for many communities.

In every state there are state and regional agencies working in the criminal justice field. It is suggested that these agencies be contacted by your municipality in order to insure that no possible source of outside funding or assistance is being overlooked. Appendix A contains a listing of the state and territorial agencies which are charged with the responsibility of disseminating grant funds from the federal Law Enforcement Assistance Administration (LEAA). In most cases, these agencies will represent the principal criminal justice agency for your state; if not, they will certainly be able to direct you to this agency. These agencies should be able to provide your municipality with full information on funding and technical assistance for local police departments in your state.

The federal Law Enforcement Assistance Administration has in operation a program to provide free technical assistance to local police agencies. Two private consulting firms have been contracted by LEAA to perform this service. Appendix B contains a listing of regional LEAA offices and a description of the type of service which is available. Recent cutbacks in funding for LEAA may have had a substantial impact on the availability of this consultant service. It is suggested that the LEAA regional office be contacted for information on the current status of the program in your area.

Lastly, Appendix C contains a listing of organizations and agencies which can provide resource information on police management. The reports and publications of these organizations should prove to of considerable assistance in your community's self-help efforts.

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Section XI

CONCLUSION

Police service in rural areas is entering a critical stage in its development. The "return to the land" ethic which is developing in our nation is making rural America more and more popular as a place to live and work. This influx of new residents combined with the general crime trends of our society will undoubtedly place increased demands on rural law enforcement capabilities. The time is fast approaching when rural communities will no longer be able to "make due" with less than satisfactory police service.

Improved rural law enforcement is certainly not an easy task to achieve, but it is far from an impossible goal. What is needed is a commitment by local elected officials, administrators, and police personnel to devote the necessary time and energy to finding appropriate solutions for police problems. This means that all those individuals involved must be willing to take a close look at local police operations, assess its weak points and determine a viable course of action to resolve these difficulties.

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Section XII

APPENDIX A

ADDRESSES OF STATE
CRIMINAL JUSTICE PLANNING AGENCIES

ALABAMA
Robert Davis Director
Alabama Law Enforcement Planning Agency
501 Adams Avenue
Montgomery, Alabama 36104
205/832-6831

ALASKA
Lauris S. Parker, Executive Director
Alaska Criminal ustice Planning Agency
Pouch AJ
Juneau, Alaska 99801
907/465-3530 - Thru Seattle FTS 206/583-0150

ARIZONA
Albert N. Brown, Executive Director
Arizona State Justice Planning Agency
Continental Plaza Building, Suite M
5119 North 19th Avenue
Phoenix, Arizona 85015
602/271-5466 (FTS 602/261-3900)

ARKANSAS
Lt. General Gerald W. Johnson, Director
Commission on Crime and Law Enforcement
1000 University Tower Building
12th at University
Little Rock, Arkansas 72204
501/371-1305 (FTS Little Rock 501/378-5011)

CALIFORNIA
Al Loeb, Interim Director
Office of Criminal Justice Programs
California Council on Criminal Justice
7171 Bowling Drive
Sacramento, California 95823
916/445-9156

COLORADO
George S. Johnson, Executive Director
Division of Criminal Justice
Department of Local Affairs
328 State Service Building
1526 Sherman Street
Denver, Colorado 80203
303/892-3331

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APPENDIX A (continued)

CONNECTICUT
Benjamin Goldstein, Acting Executive Director
Governor's Planning Committee on
Criminal Administration
75 Elm Street
Hartford, Connecticut 06115
203/566-3020

DELAWARE
Norma V. Handloff, Director
Delaware Agency to Reduce Crime
Room 405 - Central YMCA
11th and Washington Streets
Wilmington, Delaware 19801
302/571-3431

DISTRICT OF COLUMBIA
Benjamin H. Renshaw, Director
Office of Criminal Justice Plans and Analysis
Munsey Building, Room 200
1329 E Street, N.W.
Washington, D.C. 20004
202/629-5063

FLORIDA
Charles R. Davoli, Chief
Bureau of Criminal Justice Planning
and Assistance
620 South Meridian
Tallahassee, Florida 32304
904/488-2140 (FTS 904/791-2011)

GEORGIA
Jim Higdon, Director
Office of the State Crime Commission
Suite 306
1430 West Peachtree Street, N.W.
Atlanta, Georgia 30309
404/656-3825 (FTS 404/526-0111)

GUAM
Alfred Sablan, Director
Comprehensive Territorial Crime Commission
Office of the Governor
Soledad Drive
Amistad Building, Room 4, 2nd Floor
Agana, Guam 96910

APPENDIX A (continued)

HAWAII
Dr. Irwin Tanaka, Director
State Law Enforcement and Juvenile
Delinquency Planning Agency
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Kamamalu Building, Room 412
Honolulu, Hawaii 96800
808/548-3800 (FTS 415/566-0220

IDAHO
Robert C. Arneson, Director
Law Enforcement Planning Commission
State House, Capitol Annex No. 3
Boise, Idaho 83707
208/384-2364

ILLINOIS
Dr. David Fogel, Executive Director
Illinois Law Enforcement Commission
120 South Riverside Plaza, 10th Floor
Chicago, Illinois 60606
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INDIANA
Frank A. Jessup, Executive Director
Indiana Criminal Justice Planning Agency
215 North Senate
Indianapolis, Indiana 46202
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IOWA
George W. Orr, Executive Director
Iowa Crime Commission
3125 Douglas Avenue
Des Moines, Iowa 50310
515/281-3241

KANSAS
Thomas Regan, Director
Governor's Committee on Criminal Administration
535 Kansas Avenue, 10th Floor
Topeka, Kansas 66612
913/296-3066

APPENDIX A (continued)

KENTUCKY
VACANT
Executive Office of Staff Services
Kentucky Department of Justice
209 St. Clair Street, 5th Floor
Frankfort, Kentucky 40601
502/564-6710

LOUISIANA
Colonel Wingate M. White, Director
Louisiana Commission on Law Enforcement
and Administration of Criminal Justice
1885 Wooddale Boulevard, Room 314
Baton Rouge, Louisiana 70806
504/389-7515

MAINE
John B. Leet, Executive Director
Maine Law Enforcement Planning and
Assistance Agency
295 Water Street
Augusta, Maine 04330
207/289-3361 (FTS 207/622-6171)

MARYLAND
Richard C. Wertz, Executive Director
Governor's Commission on Law Enforcement
and Administration of Justice
Executive Plaza One, Suite 302
Cockeysville, Maryland 21030
301/666-9610

MASSACHUSETTS
Arnold Rosenfeld, Executive Director
Massachusetts Committee on Criminal Justice
80 Bolyston Street, Suite 740
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MICHIGAN
Richard Nelson, Acting Administrator
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APPENDIX A (continued)

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612/296-3133 (FTS 612/725-4242)

MISSISSIPPI
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Jackson, Mississippi 39201
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MISSOURI
Jay Sondhi, Executive Director
Missouri Law Enforcement Council
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Jefferson City, Missouri 65101
314/751-3432 (FTS 816/374-7000)

MONTANA
Mike Lavin, Administrator
Board of Crime Control
1336 Helena Avenue
Helen, Montana 59601
406/449-3604

NEBRASKA
Harris R. Owens, Executive Director
Nebraska Commission on Law Enforcement
and Criminal Justice
State Capitol Building
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NEVADA
Carrol T. Nevin, Director
Commission on Crime, Delinquency
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APPENDIX A (continued)

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APPENDIX A (continued)

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Pago Pago, American Samoa 96920

Section XIII

APPENDIX B

ADDRESS OF LEAA REGIONAL OFFICES

REGION I - BOSTON
George Campbell
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LEAA - U.S. Dept. of Justice
147 Milk Street, Suite 800
Boston, Massachusetts 02109
617/223-4671 (Admin)
617/223-7256 (Opns)
617/223-5675 OTA & BOP)
617/233-5665 (Fin Mgmt Div)

REGION II - NEW YORK
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Acting Assistant Administrator
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26 Federal Plaza, Rm. 1337
Federal Office Building
New York, New York 10007
212/264-4132 (RA)
212/264-0511 (Admin)
212/264-8194 (TA)
212/264-8988 (Opns)

REGION III - PHILADELPHIA
Cornelius M. Cooper
Regional Administrator
LEAA - U.S. Dept. of Justice
325 Chestnut Street, Suite 800
Philadelphia, Pennsylvania 19106
215/597-9440 thru 9442 (RA & Dep)
215/597-9443 thru 9446 (TA)
215/597-0807 (Admin Svc)

REGION IV - ATLANTA
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LEAA - U.S. Dept. of Justice
730 Peachtree Street, N.E., Rm. 985
Atlanta, Georgia 30308
404/526-5868 (Admin)
404/526-3414 (Opns)
404/526-3556 (TA)

REGION V - CHICAGO
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O'Hare Office Center, Rm. 121
3166 Des Plaines Avenue
Des Plaines, Illinois 60018
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REGION VI - DALLAS
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LEAA - U.S. Dept. of Justice
500 South Ervay Street, Suite 313-C
Dallas, Texas 75201
214/749-7211

REGION VII - KANSAS CITY
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Regional Administrator
LEAA - U.S. Dept. of Justice
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Kansas City, Kansas 66101
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816/374-4504 (Opns)
816/374-4508 (TA)

REGION VIII - DENVER
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303/837-2367 (Opns) 2385 (Fin Mgmt Di
303/837-4141 (BOP) -4265 (TA)

REGION IX - SAN FRANCISCO
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Regional Administrator
LEAA - U.S. Dept. of Justice
1860 El Camino Real, 3rd Floor
Burlingame, California 94010
415/876-9104 (FTS 415/341-3401)

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Bernard Winckoski
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SUMMARY OF GENERAL CONDITIONS OF THE LEAA CONTRACT FOR SHORT-TERM POLICE CONSULTANT SERVICES

Public Administration Service (PAS) is one of the contractors selected by the Law Enforcement Assistance Administration of the U.S. Department of Justice to provide short-term, on-site technical assistance to state, regional, and local law enforcement agencies. The scope of technical assistance encompasses all elements of police service including, but not limited to, upgrading and improving manpower and other resource management systems; intergovernmental relationships; facility and equipment systems; and management, operations, training, and related systems.

Assistance consists of consulation or other direct technical services required in the resolution of a particular problem, but in every instance the emphasis will be on immediate service. Thus, an on-site asssistance project may involve development of a specific problem solution or more generally may require identification of other resources available to the agency for in-depth review, analysis, and recommendation.

Duration of consultation ranges from one day to twenty days. The average length of an assignment is generally 5 to 7 days.

PAS has assembled a resource team which includes members of its own professional staff and outstanding professionals from law enforcement agencies and academic and research institutions.

Assignments and Reports

Assignments are established by the prospective recipient agency directing a written request to its State Planning Agency which, in turn, initiates the project through the proper LEAA Regional Office. PAS, upon receiving the request from LEAA, will select a consultant from either its staff or other professionals with experience, education, and expertise suitable to the particular assignment. Work will then normally commence within seven days and a written report will be submitted to PAS within ten working days after completion of the on-site assistance. The report typically covers the following:

1. The findings as to the nature of the problem or task that is the subject of the assistance performed.

2. Facts bearing on the problem including such background or historical materials as may be pertinent.

3. An analysis of problems and deficiencies and possible courses of action.

4. Recommended course of action with reasons for choice of this particular alternative.

Cost

The requesting agency incurs no direct cost under the program. The fee and expenses of the consultant are paid by the LEAA contract providing the service. This program, in effect, provides, without cost, professional consulting services to police planning or operating agencies.

Consulting Projects

Following are selected examples of the kind of areas in which assistance is available.

Assistance in determining Equipment and Facility needs:

- Expert advice in the evaluation of bid specifications, requests for quotations, and bids.

- Technical assistance in planning for construction programs.

- Conduct of space needs and utilization studies.

- Feasibility studies to determine the appropriateness and need for facilities expansion.

Assistance in Regionalization Studies:

- Technical assistance to determine the cost effectiveness of contract law enforcement programs.

- Feasibility studies of consolidation of police services on a countywide or regional basis.

- Feasibility studies of partial consolidation or alternative arrangements to total consolidation.

Assistance in Management:

- Analysis of a department's allocation and distribution of manpower resources.

- Study of manpower, equipment, and support needs of recently incorporated cities.

- Assistance in the selection of top management personnel.

- Review and analysis of law enforcement agencies' organizational structure and recommendations for the development of new structures.

Assistance in Training:

- Conduct training needs assessment studies.

- Assistance to State Training Councils in the assessment of present activities and operations in police training and professional standards as related to legislated mandate and future needs.

Assistance in Administration and Budgeting:

- Assistance in planning, programming, budgeting systems (PPBS), management by objectives (MBO), and project administration and monitoring.

- Survey and preparation of recommendations for updating records and other information systems.

Assistance in critical areas confronting Law Enforcement:

- Technical assistance to law enforcement agencies in reviewing progress in combatting organized crime by evaluating the Organized Crime/Intelligence Unit.

- Provision of general management assistance with concentration on improving a department's ability to respond to the changing needs of a growing community.

- Assistance to local authorities in planning for disasters and other emergency situations.

PAS, as contractor, is administratively responsible for the completion of each assistance project, and, during its progress, maintains a close liaison with consultants and appropriate LEAA officials. Project reports are prepared for each individual project. All project reports are reviewed for content, reproduced, and then submitted to LEAA for distribution. Project reports are, by contract, confidential, and they will not be published or otherwise disclosed, partially or totally, without the express consent of appropriate LEAA officials.

General Information

All questions on the above or related matters should be directed to:

Howard W. Edwards
LEAA Project Director
Public Administration Service
1776 Massachusetts Avenue, N.W.
Washington, D.C. 20036

Telephone 202/833-1030

Section XIV

APPENDIX C

SOURCES OF INFORMATION ON POLICE MANAGEMENT

Rural Crime and Justice Institute
St. John's University
St. Cloud, Minnesota 56301

Fraternal Order of Police
National Headquarters
G-3136 W. Pasadena Avenue
Flint, Michigan 48504

U.S. Department of Justice
Law Enforcement Assistance Administration
National Criminal Justice Reference Service
Washington, D.C. 20531

International City Management Association
Management Information Service
1140 Connecticut Avenue, N.W.
Washington, D.C. 20036

International Association of Chiefs of Police
11 Firstfield Road
Gaithersburg, Maryland 20760

Northwestern University Traffic Institute
Evanston, Illinois 60204

Police Foundation
1909 K Street, N.W.
Washington, D.C. 20006

Criminal Justice Project of the
National League of Cities and U.S.
Conference of Mayors
1620 Eye Street, N.W.
Washington, D.C. 20006

Criminal Justice Program of the
National Association of Counties
1735 New York Avenue, N.W.
Washington, D.C. 20006

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Section XV

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